

~~TOP SECRET~~

O. Procedures and Secretariat of the USIB

129. The USIB, in paragraph 2.c. of the NSCID No. 1 establishing the Board, was authorized to determine its own procedures and to establish subordinate committees and working groups as appropriate. It was also to be provided with a Secretariat staff under the direction of an Executive Secretary appointed by the DCI in consultation with the members of the Board. The procedure for reaching Board decisions, however, was spelled out in the next subparagraph of NSCID No. 1 providing that, when the DCI determined that a given position represented a consensus of the Board, it should be considered agreed unless a dissenting member requested that the issue be referred to the NSC. 242 /

130. As previously explained the USIB at its first meeting approved with amendments a paper submitted by the DCI to provide continuity of regular intelligence community functions following establishment of the Board by merging the IAC and USCIB. In addition to creating COMINT and ELINT Committees to

~~TOP SECRET~~

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assist the Board in those fields previously handled by the USCIB, this paper stated that to the extent consistent with the revised NSCIDs all policies, directives, orders and decisions then in effect as a result of IAC or USCIB actions should continue in effect until modified or superseded by USIB action. All committees and working groups of IAC and USCIB were also to continue to function under existing terms of reference until changed by USIB, but they were to consider whether changes were appropriate and report to the Board. 243/

131. This USIB-approved paper also established an Executive Secretariat for the Board. The DCI with USIB concurrence designated as Executive Secretary [redacted] of CIA who had been Executive Secretary of the IAC, and assigned him the responsibilities charged to the previous IAC and USCIB Secretaries. The DCI proposed and USIB agreed that the Deputy Executive Secretary should have special knowledge of COMINT, and accordingly the recently designated replacement as

Executive Secretary of USCIB, [redacted]

[redacted] was named Deputy to function also as Secretary of the and ELINT COMINT/Committees. [redacted]

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**TOP SECRET**

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

continued in these positions throughout the September 1958 to January 1961 period. The Executive Secretary of USIB was instructed initially to organize and operate the new Secretariat generally patterned after the IAC Secretariat, but to submit to USIB after an appropriate interval proposals for the organization, mission and functions of the Secretariat.

132. In practice until 1962 the USIB Secretariat operated through two separate components in different locations. The Executive Secretary and a small staff of CIA personnel handled all of the Board's business, except that dealing with the work of the COMINT and ELINT Committees which was handled by a separate small group under the Deputy Executive Secretary. This latter group consisted of some CIA personnel but had a few people with COMINT experience detailed from NSA or the Service Cryptologic Agencies. USIB decisions and actions on COMINT and ELINT matters were also recorded normally in Special Annexes to the Board's Minutes, particularly if they required handling in COMINT channels. Both the Executive Secretary and his Deputy regularly attended USIB meetings. USIB agenda items relating to overhead reconnaissance which required

**TOP SECRET**

25X1

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

compartmented handling, however, were considered in restricted sessions of the Board and the documents, subjects, discussions and decisions related to them were generally not identified or recorded in the USIB minutes. Such compartmented items also were not handled by the regular USIB Secretariat staff until 1962.

133. While awaiting the submission by the Executive Secretary of his proposals for the Secretariat, the Air Force member of USIB in November 1959 proposed to the DCI that USIB consider the establishment of an executive committee which would meet and prior to regular Board meetings to preview the agenda, /tentatively pass on release items, post-mortems, validity studies, editorial changes and "other lesser matters". It would also "work the agendas and assist the Secretariat with administrative and policy matters. "[redacted] believed this suggestion would

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save the Board valuable time and allow it to concentrate on more substantive issues. At the 12 November 1958 meeting of USIB

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which [redacted] was unable to attend, the Chairman suggested after brief discussion that this proposal might be considered at a later Board meeting when [redacted] could

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Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

Approved For Release 2004/09/17 : CIA-RDP79M00098A000200010001-8

SECRET

be present, but it was not subsequently acted upon by USIB. 244/

The USIB since that time has not been willing to agree to the creation of any executive committee or other standing group authorized to act as deputies for the Board on certain matters, except to the extent that USIB committees and the Secretariat are authorized by their charters to act for the Board in matters within their purview consistent with established policies and guidance.

134. In March 1959 pursuant to the Board's instructions at its first meeting, the Executive Secretary submitted a proposed DCID on Procedures and Secretariat for the USIB. The Board at its 31 March meeting amended and approved his proposals with the understanding that they would be cast in the form of and circulated as a descriptive Board document rather than a formal directive or DCID. The approved paper identified the organizational structure as including the Board under the DCI as Chairman, an Executive Secretariat, and committees and working groups established by the Board. It cited the Board's authority, functions and responsibilities in pertinent NSCIDs, particularly Nos. 1 and 6. 245 / The functions

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

SECRET

~~TOP SECRET~~

of the Executive Secretariat in assisting the Board in discharging its responsibilities were then enumerated as follows. Any communications for the Board were normally to be channeled to the Chairman or the Board through the Executive Secretariat. The Executive Secretary or his representative was to be responsible for:

- a. Preparing and distributing the agenda for each meeting and subsequently drafting and circulating the official minutes.
- b. Maintaining the official file of Board decisions, directives, policies and administrative documents.
- c. Providing continuity for the executive, substantive and administrative affairs of the Board.
- d. Handling all correspondence, communications and distribution of documents.
- e. Performing other duties or functions as assigned by the Chairman or the Board.

135. This document also specified the following procedures. The Board was to meet weekly (normally on Tuesday) or under special circumstances at the call of the Chairman .

~~TOP SECRET~~

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

Any member could request a special meeting by notifying the Chairman normally through the Secretariat. Each Board member was to be present or represented by an alternate at each meeting which the Executive Secretary and his Deputy would attend. Items could be placed on the agenda of a meeting by the Board, any member, or by the Secretariat. The Executive Secretary was to be advised of proposed normal or routine agenda items and any necessary papers to permit their receipt by Board members at least a week in advance of the meeting. Drafts of estimates were to be circulated in finally coordinated form three or more full working days prior to the meeting. The Executive Secretary was to advise members of the provisional agenda date when papers were circulated and of the formal agenda two working days in advance of the meeting. Crash or emergency items or estimates were excluded from these procedures and would be considered at the request of any member with the approval of the Chairman. The Executive Secretary would provide members notice of and circulate papers on such items as far in advance as circumstances permitted. Decisions of the Board could be arrived at either <sup>by</sup> formal meetings

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

**TOP SECRET**

or inter-meeting contacts (direct or through the Secretariat) as appropriate. Decisions, directives and recommendations of the Board were to be transmitted by the Chairman or Executive Secretary to those concerned for further action and to all members for information. During the September 1958 to January 1961 period, actions by the USIB were almost always taken in meetings of the Board. On occasion however as determined by the Board, Chairman or Executive Secretary taking into account the nature of the document, its urgency and the circumstances, reports were circulated for Board action with the understanding that, unless a member advised the Secretariat by a specified date that he objected or requested further consideration, it would be considered that the Board had approved the recommendations in that document as of the specified date. On fairly urgent matters, concurrence by telephone to the Secretariat was sometimes requested.

**TOP SECRET**



**TOP SECRET**

136. In August of 1959 the USIB approved recommendations based on a review by the Secretariat of the distribution of USIB documents. It was agreed that the distribution of "standard" or recurring documents would continue to be made based on requirements forwarded by the separate Board members, and that responsibility for further distribution by the agencies (including the determination of need-to-know) would continue to rest with the separate Board members. Board members were to review their internal requirements and forward notification of these requirements to the USIB Secretariat. The distribution of non-recurring types of documents would continue to be determined by the Board, Chairman or the Executive Secretary.<sup>246/</sup>

137. In February of 1960 the Board was asked by the White House to consider the issuance of a proposed public statement regarding the date of establishment and composition of USIB. The Board at first approved with amendments the unclassified disclosure of the USIB and its present membership with the understanding that it might be made public if the White House chose to do so. Nevertheless members decided that it be indicated to the White House that the Board was not pressing for or actually encouraging the release of this information / to the public.

**TOP SECRET**

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Subsequently, after the DCI advised the Board on the circumstances of his discussions at the White House, USIB concurred in the release by the DCI of the names of Board members and their positions but without any explanatory statements regarding the USIB or the former IAC. 247/

138. As expressed in NSCID No. 1, the USIB was established to advise and assist the DCI in order "to maintain the relationship necessary for a fully coordinated intelligence community and to provide for a more effective integration of and guidance to the national intelligence effort." 248/ The USIB Secretariat as the only full-time organization providing support and services for the USIB and the DCI as Chairman carried a major share of the responsibility for the effective functioning of the Board. The substantial extent of this responsibility is evidenced by the wide variety of agenda items considered by the Board and its large organizational structure involving during this period ten member agencies and up to thirty committees and working groups as well as the Board of National Estimates.

139. During the period under review and until 1962, however, the effectiveness of the USIB Secretariat was hindered by its organizational location and composition. It was under the office of

~~TOP SECRET~~

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TOP SECRET

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

the Deputy Director for Intelligence in CIA who was an intermediary between the Chairman of USIB and the Executive Secretary. As mentioned the Secretariat was composed entirely of CIA personnel except for the few people detailed from other agencies who were handling COMINT/ELINT matters. Consequently the member agencies other than CIA looked upon the Secretariat as a component of CIA rather than as a objective staff serving the entire intelligence community. In addition the fact that the Executive Secretary did not have direct access to the Chairman and was not of supergrade rank hampered his relationships with senior officials in the Board agencies and committees. Despite these shortcomings the previous description of the extensive and important work accomplished by the Board clearly indicated that it was well and ably served by the Secretariat under  during this period.

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TOP SECRET

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

**TOP SECRET**

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

242. NSCID No. 1 (New Series), (11, above). S.
243. Memo, Exec Sec USIB for USIB Members and Chairmen of Subcommittees and Working Groups, 19 Sep 58, sub: Continuity of Regular Intelligence - Community Functions Following Establishment of a Single USIB, USIB-D-1./2, USIB/S Files. S.
244. Memo, Exec Sec USIB for USIB, 5 Nov 58, sub: Intelligence Board Procedures and Organization, USIB-D-2.1/1, and USIB-M-9, 12 Nov 58, Item 5, USIB/S Files. S.
245. Memo, Exec Sec USIB for USIB, 31 Mar 59, sub: Procedures and Secretariat for the USIB, USIB-D-1.3/1 and action thereon in USIB-M-32, 31 Mar 59, Item 6, USIB/S Files. C.
246. Memo, Exec Sec USIB for USIB, 31 Aug 59, sub: Distribution of Documents, USIB-D-2.2/1 and action in USIB-M-59, 29 Sep 59, Item 10, USIB/S Files. S.
247. Memo, Exec Sec USIB for USIB, 2 Feb 60, sub: Proposed Public Statement regarding the USIB, USIB-D-1./11 and action thereon in USIB-M-79, 4 Feb 60, Item 6 and USIB-M-82, 16 Feb 60, Item 5, USIB/S Files. OUO
248. NSCID No. 1 (New Series), (11, above). S.

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

**TOP SECRET**

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Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8

Approved For Release 2004/08/17 : CIA-RDP79M00098A000200010001-8